

II. MAJOR ISSUES, PROPOSED GOALS AND ACTIONS

A. Historic and Community Preservation/Restoration

Purpose: Nationally known planners and historians cite Sudbrook Park as both a prototype of successful community planning and an illustrative Olmsted suburb.⁵ The Olmstedian aspects of Sudbrook Park clearly are integral to its historic identity and continued national significance. The community is vitally interested in preserving and restoring Olmsted's plan for Sudbrook by adhering to his principles and intent regarding the entranceway bridge, road design/use and purpose, open space preservation and landscaping, triangle restoration, curbing and gutters, drainage and other infrastructure issues.

Background: A portion of Sudbrook Park is a National Register Historic District⁶ and a larger portion is a Baltimore County Historic Landmark District.⁷ (See Appendices C and D). A number of residents have expressed the hope that one or both of these Historic Districts might be expanded in the future to encompass the full 204-acres designed by Olmsted. As noted in Baltimore County's Master Plan (p. 42), "[h]istoric buildings and their settings provide a continuity with the past, establish a tangible sense of place and enhance the aesthetic environment of the County." The Master Plan also states (p. 43):

The County should improve and expand its programs to preserve and maintain historically or architecturally significant districts as well as individual structures and their immediate surroundings.

Sudbrook Park presents for consideration concerns whose solutions are not "standard issue," but which are singular to it as Maryland's only Olmsted community, and one of only three still-surviving in this country. Ninety-six percent (96%) of respondents to the recent survey want the Plan to advocate continuing efforts to recognize and act on the historic qualities of Sudbrook Park. It is encouraging that the Baltimore County Council and County Executive also have acknowledged the importance of preserving and revitalizing Sudbrook Park, including supporting the drafting of this Comprehensive Plan. Indeed, preservation of areas such as Sudbrook can be economically advantageous to the County as well as aesthetically rewarding^{7a}: such historical treasures can serve as drawing cards to attract those who favor a picturesque, naturalistic ambiance over new developments which encourage urban sprawl and require additional infrastructure. Preservation of Sudbrook Park is consistent with the State's "Smart Growth" policy which proposes that older communities with existing services should be favored over new

⁵See, for example, *The American City, What Works, What Doesn't* by Alexander Garvin, New York: McGraw-Hill, 1996, pp. 263-266; and *Frederick Law Olmsted, Designing the American Landscape* by Charles E. Beveridge, photographs by Paul Rocheleau, New York: Rizzoli International Publications, 1995, pp. 124-25.

⁶As explained in the County's Master Plan (p. 43), the National Register is "a list of districts and individual properties protected through stringent reviews in the planning phases of federally funded projects." Because listing on the National Register offers protections without placing restrictions on homeowners, it is viewed as highly advantageous. [It was this listing which saved Sudbrook Park from the threatened Northwest Expressway and enabled the community to obtain concessions from the MTA regarding construction of the transit line through Sudbrook.]

⁷Listing as a Baltimore County Historic District carries restrictions along with its added protections. Any proposed external change, addition or demolition to a property in a Baltimore County Historic District must be reviewed and approved in advance by the Baltimore County Landmarks Preservation Commission. Because there are restrictions, there is a requirement that 75% of the property owners within a proposed district's boundary must sign a petition in order to seek nomination as a district.

^{7a}Sudbrook Park and its houses have been featured in two Hollywood movies, "That Night" (filmed in Sudbrook Park) and "He Said; She Said." Sudbrook and one of its houses also was chosen to be the primary setting for Barry Levinson's "Avalon," but the owners declined due to the estimated length of the project.

development as a means of preserving rural areas and minimizing the cost of new services and facilities.

Historic Issues

Goals 1-4 below and related Actions are the responsibility of Sudbrook Park, Inc.:

GOAL 1: To promote and spread accurate knowledge about Sudbrook Park's history and historical significance.

Action 1a: Correct the mistakes in the text of the existing historical marker on the Cliveden Triangle and review/reconsider the siting of the marker.

Action 1b: Schedule periodic community activities focusing on Sudbrook Park's history, such as presentations, exhibits, walking tours, etc.

Action 1c: Promote the sale of two books about Sudbrook's history and houses, the profits of which go toward the community's preservation.

Action 1d: Participate with other Baltimore County Historic Districts and/or Olmsted groups in joint educational efforts.

GOAL 2: To pursue an expansion of the Sudbrook Park National Register Historic District (a listing that does not place restrictions on homeowners.)

Action 2a: Re-initiate discussions with the Maryland Historic Trust on this issue and ascertain the level of that agency's support.

Action 2b: If there is sufficient support and community interest, prepare a new or revised nomination proposal.

Action 2c: Follow the necessary procedures at the State and national level.

GOAL 3: To ascertain if there is sufficient interest to nominate additional areas of Sudbrook Park to become a Baltimore County Historic District.

Action 3a: Hold community meetings to explain the restrictions and benefits of being a County Historic District.

Action 3b: If there is sufficient interest to obtain the necessary consents of homeowners, pursue additional nominations.

GOAL 4: To actively encourage elected officials to (a) strengthen and expand the powers of the County's Landmark Preservation Commission and (b) increase the Commission's administrative support staff to better monitor development activity affecting historic properties and districts.

Action 4a: Support the appointment to the Landmarks Commission of qualified persons with a strong background in historic preservation.

Action 4b: Pursue changes to Baltimore County regulations that (1) strengthen preservation efforts; (2) more clearly preserve historic landscapes and a historic structure's setting, including significant trees; (3) address violations of Historic Landmark regulations in a more timely and effective manner; and (4) continue to improve the system by which the County processes permits for work within Historic Districts to insure that the Baltimore

County Landmarks Preservation Commission automatically is notified, and the required approvals are obtained, before a permit is issued.

B. Sudbrook Park's Bridge, Roads and Traffic

Purpose: Frederick Law Olmsted's 1889 design for Sudbrook Park roadways contained many features now recognized as helpful in calming traffic, including curvilinear streets, a constricted bridge entry, crowned roadways that were slightly recessed below the landscape, a simple and attractive turf curb/gutter system which maintained the roadway width, and planted and treed shoulders with adjoining sidewalks. Unfortunately for Sudbrook Park, the sidewalks no longer exist and the curb/gutter system is long gone. While the community has retained its attractive "rural" look with no gutters defining the edge of many of its roads, repeated re-paving has gradually widened these roads over time. This coupled with greatly increased traffic has made the use of several community roads less pleasant and even risky for walkers, runners, cyclists and all but vehicular passengers.

Also, MTA Metro construction (including a cut-and-cover tunnel) destroyed many of the old trees and plantings that helped to narrow and define the edges of Sudbrook Lane leading away from the bridge. The present "wide open feeling" when one approaches or leaves the bridge on the Sudbrook Park side encourages people to accelerate. The result is that many cars travel through Sudbrook Park at speeds well in excess of the posted speed of 25 mph. (See Appendix E, which contains four photographs showing this entranceway area as it once looked -- before construction of the rapid transit -- and how it looks today.) Paul Daniel Marriott of the National Trust for Historic Preservation, in an April 1996 report regarding the Sudbrook Bridge and its approaches, stated: "Restoration of the original Olmsted landscape with paths and nineteenth century planting schemes would further assist in making the western approach less of a open 'interstate-like' landscape."

Background: Olmsted designed a narrow bridge to serve as a constricted "gateway" to his community -- announcing a distinct entrance while also slowing traffic. This was in keeping with his belief that the essential qualification of a suburb was "domesticity" (home, family and neighborliness) and "all that favors movement should be subordinated." Originally wooden with a slightly bowed shape, the bridge was rebuilt as a simple metal span with wooden deck in about 1906-07 by the Western Maryland Railroad. Currently, this same bridge is owned by CSX Corporation; the County inspects the bridge and handles most of the repairs. A separate 8-foot trestle rising above and situated beside the bridge carries a 12-inch water main from Howard Road to Clarendon Ave. This trestle and the location of existing W-beams obscure the sight-line across the bridge from the Clarendon Ave. side. The County initiated plans to relocate the trestle and water main beneath the bridge almost two decades ago, but has never carried through on this project. While residents of Sudbrook Park want a safe and attractive bridge, the clear majority of residents have long opposed County efforts to widen it.

Widening the Sudbrook Lane bridge would almost certainly encourage unwanted, additional traffic that is not in keeping with Sudbrook's designation as a Community Conservation Area and a provision of the Master Plan (pp. 39-40) which states:

"The County will consider the use of Community Conservation Area designations to facilitate stringent review of development proposals and direct attention to specific community needs. Proposals encouraging extra traffic harmful to the neighborhood should be avoided. Designated areas would also be given special attention as a part of the Capital Improvement Program." (Emphasis added).

The community desires to preserve/rehabilitate or replicate its narrow entranceway bridge. In the recent community survey, an overwhelming majority (92%) of respondents preferred a one-lane bridge; 99% wanted any new bridge to continue Olmsted's design ideals and convey an historic character; and 98% opposed any widening or straightening of Sudbrook Lane on either side of the bridge. The community has been and is working with Baltimore County regarding the bridge. As Marriott noted in his report: "The Sudbrook Bridge has the potential to become a national model of community participation and sensitivity to an historic district."

In addition to preserving the form, function and purpose of the bridge, this Plan recommends that the paved approaches to the bridge, particularly on the Sudbrook Park side, be narrowed and the entranceway triangles enlarged and restored with more dense Olmstedian planting schemes, as existed in Sudbrook Park before the transit line construction (see Apx. E). The Marriott report recommended such narrowing, noting that "[n]arrowing the approach pavement would suggest a change in road and help to modify driver behavior."

In the design of roads, Olmsted recommended "gracefully-curved lines, generous [green] spaces [at intersections], and the absence of sharp corners." Adequate drainage was a necessity; he designed a system of turf gutters to keep Sudbrook's roads clear of water. Olmsted avoided "anything like the ordinary high curb of the town streets," and designed gutters to be "as shallow and inconspicuous as . . . can be . . . to accomplish the required duty." Roads were contoured and slightly depressed below the adjoining land to minimize their impact on the landscape and promote drainage. (See Appendix F, Olmsted's cross-sections for Sudbrook's roadways).

One of the characteristics of Sudbrook Park which both defines and differentiates it from other urban and suburban communities is its curvilinear roads with no discernible curbs. While this perpetuates a distinctly rural ambiance that residents want preserved, it offers no protection from tire-gutting and creates a situation in which each time the community's roads are repaved, the asphalt inadvertently expands farther into the green space. It is important to restore the contours and narrower widths of many Sudbrook streets, and to find a historically appropriate solution to the curbing dilemma.

Baltimore County makes special provisions for protecting rural areas and rural roads, calling for the "review of County Public Works standards for roads, lighting, sidewalks, curbs, gutters, etc. to provide public safety yet maintain existing rural character" (see Master Plan, p. 53). Sudbrook Park is not designated a "rural" area since it is within the County's urban-rural demarcation line, but it is the only County Historic District that can claim national renown for its roadways and landscape design. Sudbrook is a Baltimore County treasure and its Olmsted-designed roads, bordered by views and historic landscapes that are particularly attractive, should be designated and protected at least as much, if not more, than a rural "scenic corridor." (See Appendix G, from Second District Scenic Routes brochure, Baltimore County Office of Planning).

New legislation should be passed to permit Sudbrook Park's roads to be designated as a "scenic corridor" or as "scenic byways." (Montgomery County has similar "Rustic Roads" legislation). Such legislation recognizes that historic and/or scenic roadways "are being threatened by ever-increasing traffic volumes and other intrusions" and that such roadways are "an important economic resource that provides a gracious and enjoyable environment in which to live and work."⁸ Protection by this type of designation would (a) support the restoration and on-going maintenance of narrower roadways, (b) allow

⁸ See Baltimore County Council Resolution No. 95-93 (Dec. 6, 1993), sponsored by then Councilman, now County Executive C.A. "Dutch" Ruppersberger, III.

"improvements" only to the extent necessary while preserving significant features, (c) require utilities to make "every reasonable effort" to preserve significant features of the scenic roadway segment, and (d) institute a program to preserve and protect these resources in a manner that complements and is consistent with federal and state preservation efforts.

Although many of Olmsted's design techniques functioned as natural "traffic calming" devices, their effectiveness has been nullified where roadways have been widened and landscaping removed following construction of the rapid transit line. For safety and quality of life reasons, it is important to return Sudbrook's entry roads to their pre-transit line configurations and to consider additional traffic calming measures that will address blatant disregard of the posted 25 mph speed limit in Sudbrook Park, a large percentage of which is "cut-through" traffic using neighborhood roads which were never intended to, and cannot safely carry, a high volume of traffic traveling at speeds well above the posted limit.

On May 14, 1997, Sudbrook Park volunteers worked with representatives from Baltimore County's Traffic Engineering Department compiling origin and destination data of cars using Sudbrook Park's streets between 7-9 a.m and 4-6 p.m. The highest volume of traffic (82% of which was cut-through in the morning period and 79% of which was cut-through during the evening period), was on Sudbrook Lane between the bridge and the light at Milford Mill Road. The next highest volume was generated by cars using Greenwood Road (from the direction of Old Court Rd.) to Howard to Milford Mill Road, usually via Woodside. Another common "cut-through" involved cars avoiding the Pikesville business district/Reisterstown Road by using the Sudbrook Lane bridge (from Clarendon Ave. or Sudbrook Lane) and then immediately exiting Sudbrook Park by heading west on Greenwood Road (or vice versa, coming east on Greenwood Road into Sudbrook Park and then immediately exiting over the bridge). Also heavily traveled was a short-cut used to avoid the light at Sudbrook Lane and Milford Mill Road: cars going from Milford Mill to Adana to Sudbrook Road (or Adana to Windsor) to Sudbrook Lane.

In responding to the community survey, 91% wanted Sudbrook's Plan to address speeding throughout the community. It was a recurrent theme and many residents took time to write additional comments and identify particular problem streets. The most problematic in descending order were: Sudbrook Lane (far and above the most frequently named), Howard Road (a clear second in responses), and lesser problems with Windsor Road, Milford Mill Road, Adana Road, Sudbrook Road, Olmstead Road, Upland and Cliveden Roads, Woodside Road and Greenwood Road (off Milford Mill Rd.). Kingston and Cylburn each were mentioned only once; McHenry and Westover were not mentioned as having any speeding or traffic problems. Several residents saw a need for additional stop signs; others asked for one-way streets (specifically Olmstead, Howard and Woodside), speed humps or other traffic calming devices.

In spring '97, Sudbrook Park began an informal campaign to reduce speeding in the community. The slogan "*Drive 25, Sudbrook Alive*" was used on posters and in the community newsletter. Subsequently, bumper stickers were made and distributed. Many residents commented that the campaign acted as a reminder to them to slow down, not only in Sudbrook Park, but in other communities. While sensitizing residents to the speeding problem is a good first step, it alone will not solve the problem, especially since a substantial amount of speeding comes from cut-through traffic.

Residents asked for enforcement of the speed limit by police and the community association made several unsuccessful requests to the traffic enforcement division. To qualify for enforcement, the police must first ascertain that 85% or more of the traffic is traveling five or more miles above the posted limit. The five mile requirement applies regardless of the posted speed (whether on a community street with children or on the Beltway). Residents who had to live with daily speeding felt these monitoring attempts

often gave skewed information because a marked police car was used in full view, giving drivers warning and an opportunity to slow.

On October 17, 1997, Sudbrook Park volunteers used a County radar gun and large display board (that shows the speed to motorists) to monitor the speed of cars at a location on Sudbrook Lane (from 4-6 p.m.-overcast) near the bridge where a decrease in speed is required, and on Oct. 18 along the mid-500 block of Sudbrook Lane (from 12-2 p.m.-cloudy). Cars were clocked going from 20-48 mph; a summary of the results is as follows:

<u>Using Radar Gun With Sign Board:</u>	<u>Near bridge</u>	<u>Mid-Sudbrook Lane</u>
Percent exceeding the 25 mph speed limit:	83%	88%
Percent exceeding the speed limit by five or more miles:	51%	68%
Percent exceeding the speed limit by 10 or more miles:	17%	32%

On April 11 and 13, 1998 (from 11 a.m.-12 noon and from 8:10 - 9:15 a.m. -- weather clear on both days), Sudbrook Park volunteers were positioned in a driveway at 506 Sudbrook Lane and monitored Sudbrook Lane traffic using the County radar gun. In this location, and without the conspicuous sign board, the results were as follows:

<u>Using Only Radar Gun:</u>	<u>April 11</u>	<u>April 13</u>
Percent exceeding the 25 mph speed limit:	98%	99%
Percent exceeding the speed limit by five or more miles:	94%	97%
Percent exceeding the speed limit by 10 or more miles:	58%	64%
(The average speed was 36.11 mph; the highest speed was 55 mph.)		

Residents of Sudbrook Park have long recognized and complained that the community has a problem with speeding; this view was emphatically and overwhelmingly confirmed at the May 20th Community Input meeting.

In response to a May 15 request for speed enforcement, Baltimore County police were on Sudbrook Lane and Howard Road at various times from May 16 to May 27. Over approximately 21 hours, police gave out 83 tickets and 28 warnings. The police deemed speeding in Sudbrook significant enough to warrant their monitoring it periodically.

Police monitoring of speeding is important and can reduce speeds temporarily, but unfortunately its results are not long lasting. In addition to periodic enforcement, this Plan recommends the consideration and use of appropriate and proven traffic calming measures based on the primary principles that streets are not just for cars and residents also have rights.⁹ The two types of techniques used to reduce the speed of vehicles on roadways are active and passive controls. Active physical controls, which change driver behavior and are therefore largely self-enforcing, include such things as speed tables (also called speed humps; these are not the narrow speed bumps found in parking lots), rumble strips, median barriers, chokers, narrowing of road widths and traffic circles. Passive controls are such things as stop signs, signs specifying local or restricted access (i.e., during certain hours), truck restrictions, traffic signals and pavement markings. Drivers can more easily violate passive controls; they are most effective where either compliance can be expected or enforcement is possible.

⁹ Although there are hundreds of articles and studies that reiterate these same principles, the information quoted in this Plan about traffic calming is from Cynthia L. Hoyle, "Traffic Calming," American Planning Association Report No. 456.

Traffic calming measures have been successfully implemented for decades in England, certain European countries and Australia. Hundreds of studies over many years prove that these measures work -- increasing the safety of pedestrians and motorists. Although slower to adopt these measures, many American cities (including Baltimore City and Howard, Montgomery and Anne Arundel Counties) have now embraced this concept, realizing that improving the quality of life in residential areas often means allowing neighborhoods to reclaim their streets by making them safe for pedestrians and bicyclists. As noted in a report on traffic calming:¹⁰ "Present travel habits were not formed in a vacuum. Nor are they inevitable. They are the results of choices and policy decisions by past and present governments and councils." As also noted in this report: "The volume of traffic . . . is not something like the rainfall that has to be accepted."

While many Sudbrook Park residents have requested speed tables/humps to calm traffic (especially on Sudbrook Lane and Howard Road), and their effectiveness has been shown in repeated studies, this Plan recommends adding speed humps in Sudbrook Park only as a last resort, if other methods to calm speeding fail or are not feasible. At this time, Baltimore County Traffic Engineering is still developing a policy regarding the installation of speed humps, and is not using this method of traffic calming. The Bridge, Roads & Traffic Committee looked into the experience of several other Maryland jurisdictions that do use speed humps, talked with their traffic engineering departments, and inquired about the effect of speed humps on snow plows and emergency vehicles.

A "Speed Hump Program Evaluation Report" prepared for presentation to the Montgomery County Council, January 1998, considered the effectiveness and impact of speed humps and certain other traffic calming and enforcement methods. As of that date, 1,146 speed humps had been installed on over 300 Montgomery County roads since 1994. (That county currently has a three-year waiting list of communities requesting speed humps.) The Report states (p. 7) that "[i]n terms of snow removal, no additional difficulty or costs are associated with speed humps" and concludes that of "the available traffic calming tools, speed humps have proven to be the most effective and least costly way" of reducing vehicle speeds (p. 14). Comparing the negative aspects of having speed humps ("a slight increase in the response time of emergency equipment¹¹ and the perception of some residents that they are an unfair impediment to travel on public streets," p. 14, along with some shift of traffic to non-humped streets) with the positives (reduction of vehicle speeds, general lowering of accident rates, improved air and noise quality, improved quality of life along streets with speed humps), the Report concludes that "overall, the addition of speed humps to our roadway network has had a positive effect on traffic operations" and "the benefits outweigh the costs" (p. 14). Phone conversations with traffic engineers for Howard County produced similar comments.

In summary, it is important for safety as well as quality of life and historic reasons to preserve Sudbrook's narrow entranceway bridge and to narrow and re-landscape the bridge approaches within Sudbrook Park, which will involve the following actions if feasible:

- pass legislative measures to designate Sudbrook's Olmsted-designed roads as "scenic roads"
- restore their original contours, as practical

¹⁰ Hoyle, *Myths of Traditional Traffic Planning*, p. 3.

¹¹ Delays depended on a variety of factors, including type of equipment, driver speed, type of traffic calming device, etc. Montgomery County believes that "it must be left to individual neighborhoods to decide between the potential for minimal delays in emergency response times and existing problems of vehicular speeding." Report, p. 15.

- restore existing triangles and implement those proposed by Olmsted but never built
- find historically appropriate solutions to stop the erosion of greenspace along Sudbrook's uncurbed roads
- implement comprehensive traffic calming measures to reduce or eliminate speeding and decrease the volume of traffic within the community.

The Baltimore County Master Plan proposes that "a significant proportion of the Capital Improvement Program should be dedicated to physical improvements in the older neighborhoods." To supplement County capital improvement funds, Sudbrook Park, Inc. should investigate its eligibility for funds from programs like TEA-21 (Transportation Equity Act for the Twenty-First Century), the National Trust for Historic Preservation, and Preservation Maryland or other funding sources to restore infrastructure to standards or designs not traditionally performed by Baltimore County Department of Public Works.

All proposed improvements or changes to the infrastructure contained in this Plan are subject to considerations regarding safety, practicality and feasibility. The community understands that all such determinations ultimately must and will be decided by the County.

The community urges that any infrastructure changes, improvements or repairs implemented by the County be done in the spirit of the Plan and with sensitivity to Sudbrook Park's historic design and significance. In light of the identified concerns and the responses of residents, this Plan proposes the following:

The Sudbrook Lane Bridge

GOAL 1: To preserve the entranceway bridge into Sudbrook Park as a narrow, one-lane thoroughfare for reasons of safety as well as for historic, traffic calming and "quality of life" reasons.

Sudbrook Park, Inc. will take the following actions to assist in meeting Goal 1:

Action 1a: Work to insure that either the existing bridge is rehabilitated or, if a replacement bridge is necessary, that it remain a single lane bridge not readily convertible to a two-lane bridge and retain the purpose, function and form intended by Olmsted.

Action 1b: Take an active role in discussions and decisions with elected and appointed officials, the County and its engineering consultants regarding any rehabilitated or replacement bridge.

Action 1c: Retain, if desired, a historic bridge consultant to review the Baltimore County consultant's report/recommendations and to advise the community.

Action 1d: Meet with the Ralston and Pikesville Township communities to elicit their input.

Action 1e: Participate in reviews and meetings of any bridge re-design by the Baltimore County Landmarks Preservation Commission.

Action 1f: Seek outside historical advice and support as needed.

Action 1g: Keep the community apprised of developments and encourage widespread community activism.

GOAL 2a: To restore the approach to the bridge on the Sudbrook Park side to its pre-MTA construction status by narrowing the roadway and increasing the density of roadside plantings, improving safety for pedestrians and motorists by operating as an active traffic calming measure.

GOAL 2b: To preserve the Olmsted-designed Sudbrook Lane curvilinear approach to the bridge on the Reisterstown Road side, for reasons of safety as well as for historic and traffic calming reasons.

Sudbrook Park, Inc. will take the following actions to assist in meeting Goals 2a and 2b:

Action 2a: Work with private and/or the County's designated landscape architects to obtain more intimate and Olmstedian plantings near the bridge and on entranceway triangles.

Action 2b: Work with the County's designated engineers to narrow the approach road to the bridge on the Sudbrook Park side.

Action 2c: Insure that all approaches to the bridge adhere to Olmsted's design and are included in any comprehensive bridge restoration or replacement project.

GOAL 3: To improve the visibility and sight distance across the bridge.

Action 3: Baltimore County will remove current obstructions to visibility across the bridge, particularly from the Clarendon Avenue side, by choosing an alternative to the existing W-beams and relocating or redesigning the trestle carrying the water main.

GOAL 4: To address violations of posted weight limits on the bridge.

Action 4: Until the bridge is upgraded with capacity for additional loads, Sudbrook Park, Inc. will work with the County to find ways to enforce the posted weight limits.

Sudbrook's Roads and Roadways

GOAL 5: To return, wherever feasible, to the designs and intentions for roads and road-right-of-ways that Olmsted created over a century ago, adapting them as required for modern necessity and without removing or damaging existing roadway trees.

Action 5a: Use Olmsted's right-of-way cross-sections for Sudbrook as a model for road contours, which should be slightly crowned in the center and sunk below the "natural grade" of the abutting land on each side, as intended by Olmsted. (See Appendix F). Such contours function to improve drainage and actively calm traffic/improve safety.

Action 5b: Sudbrook Park, Inc. will work with the County regarding an appropriate paving material, which should be rough-surfaced (e.g., tar and chip, exposed aggregate finish) for a more "rural" look and to promote traffic calming and safety.

Action 5c: Re-install, as practical, Olmsted's turf gutters (adapted to accommodate modern automobile dictates) primarily along all existing and new triangles, and secondarily consider them along roadways that have no curbs, as practical; these would be aesthetically pleasing, historically accurate, and actually provide more effective drainage

than modern concrete curb and gutter. Installation must be carried out so as not to damage or require the removal of existing trees that border the roadways.

Action 5d: Use a porous paving system to line the Olmsted-style turf gutter, such as those manufactured under the names "Grasscrete," "Geoblock" or "Grasspave." (See Appendix H). These open, checkerboard-style systems can be formed to structurally reinforce the new turf gutters in their original configuration and dimensions, allowing the turf grass to grow between either precast concrete or dense plastic components laid as a mat just below grade. Such systems are designed to easily support modern car parking in a structurally stable environment without damaging or deforming the turf and grade. The addition of a new sub-surface storm water system where necessary, with inlets spaced down the turf gutter, would prevent runoff from eroding this construction.

Action 5e: When curbing is needed on uncurbed roads and the installation of turf curbs/gutters is impracticable because of existing trees, etc., Sudbrook Park, Inc. and the County will work together to select historically appropriate and acceptable alternatives to standard right-angle concrete curbing.

Action 5f: Obtain County funding to achieve these goals.

GOAL 6: To consider for safety reasons the restoration of the original sidewalks and planting spaces on the southeast side of Sudbrook Lane (Nos. 501-517). [See "Landscaping" section.]

Traffic Calming

GOAL 7: To lessen the negative impact of vehicular traffic on the quality of life of the residents of Sudbrook Park.

Action 7a: Sudbrook Park, Inc. will work with the County to reduce speeding on all streets in Sudbrook Park, especially Sudbrook Lane, through the most effective mix of the following initiatives:

(1) Return Sudbrook Lane approaching the bridge to its previous narrower width and install more dense, Olmstedian plantings along the roadway edges, thus creating a "Jersey barrier" effect that tends to slow traffic; investigate whether any other road narrowings are needed or advisable.

(2) Return existing community triangles to their original size and increase the density of plantings; include evergreens, such as had been part of the landscape in the entranceway area (see Appendix E).

(3) Restore landscaped triangles that were planned at the intersections of Windsor/Adana and Kingston, and Howard and Upland. Consider adding triangles or traffic circles at Sudbrook Lane/Windsor and Sudbrook Road (if room permits) and Greenwood at Westover.

(4) Consider converting to four-way stops the intersections at Sudbrook Lane/Sudbrook Road/Windsor Road, and at Sudbrook and Adana Roads. Reposition the stop signs at Howard and Woodside at Upland.

(5) In conjunction with an analysis of data from the May 1997 traffic origin-and-destination study conducted by Baltimore County and Sudbrook Park residents, consider the use of traffic control devices and methods at the borders of Sudbrook Park (i.e., signs,

one-way streets during certain time periods) as solutions to cut-through traffic that often creates problems related to speeding.

(6) Before any streets within Sudbrook Park are considered for conversion to one-way, ascertain the level of community support, recognizing that speeding tends to *increase* when traffic is free to move in only one direction and that conversion of streets to one-way must be comprehensively planned.

(7) When considering the creation of new one-way streets, whether within Sudbrook Park or in neighboring communities, Baltimore County should conduct a comprehensive study of traffic patterns that takes into account adjoining neighborhoods; communities directly affected must have an opportunity for meaningful input.

(8) Investigate using rumble strips, such as the State Highway Administration (SHA) installed before a curve on Green Spring Valley Road, to alert motorists to a potentially dangerous situation if they do not slow down around the S-curves at Greenwood Road and the Sudbrook Lane S-curve approaches to the bridge. (Patterned sections of rough pavement (rumble strips) "cause a slight vibration in the car, which causes the driver to become more alert and/or to slow down. Studies have shown the effects of a change in road surface on speed to be mainly at the upper end of acceptable speeds in residential areas."¹²)

(9) If other measures are insufficient, consider the installation of speed humps for roads where the speed limit is consistently violated (i.e., Sudbrook Lane and Howard Road), using minimal accompanying signage, such as the speed humps used in Montgomery County, those recently installed by Baltimore City on Wyndhurst Road (between Roland Ave. and Charles Street) or the system presently in place at Valley Mede in Howard County (see Appendix I). (A speed hump must be long enough for both the front and rear wheels of a car to be on top of the table at once, meaning it should be 8-12 feet long and no more than five inches high. Speed humps can be comfortably crossed at 15 to 25 mph.¹³)

Action 7b: Seek continued active, periodic enforcement by the Baltimore County Police of the posted speed limit, the existing prohibition against trucks greater than 3/4 ton as through-traffic in Sudbrook Park, and bridge tonnage restrictions.

Action 7c: Institute procedures, or seek new legislation, to classify Sudbrook Park's roads as scenic by-ways or as a Baltimore County scenic corridor.

Action 7d: Sudbrook Park, Inc. shall consider consulting a traffic consultant versed in historic residential communities and the mitigation of traffic problems to formulate both short and long term solutions to traffic problems within the community.

Action 7e: Sudbrook Park, Inc. shall continue researching other historic and residential communities (with emphasis on the United States and Maryland) to determine the applicability of their approaches and solutions to Sudbrook's traffic issues.

¹²Hoyle, p. 10.

¹³Hoyle, p. 10.

C. Landscaping, Streetscaping and Triangles

Purpose: Given Sudbrook Park's heritage and status as one of only three remaining and well-preserved Olmsted planned suburban villages, the landscaping of Sudbrook's streets, triangles and park/playground is a key and central element of this Plan. [As shown on the map of Sudbrook included in this Section (p. 21a), the triangles will be referred to as follows: A = the bridge triangle, containing the Sudbrook Park sign; B = the small Howard Road triangle; C = the central triangle with our community bulletin board; D = the Christmas tree triangle; E = the Cliveden Road triangle; F = the small Upland/Sudbrook Lane triangle.] Using Olmsted's design principles, the community proposes to develop landscaping guidelines for its public spaces, restore landscaping on Sudbrook Park's public triangles and open spaces (including the Sudbrook Stream Valley Park), recapture the original size of triangles and install those never implemented, pursue adding a pedestrian walk path on southeast side (501-517) of Sudbrook Lane, and investigate possible historically appropriate alternatives to the existing standard street lighting.

Background: A number of concerns must be addressed. There is no grade separation between the triangles and the street, so special curbing solutions must be used to combat the problem of automobiles parking on and driving over the triangles. The bridge triangle, which was excavated during the construction of the subway tunnel, has such poor replacement soil that tree and shrub plantings over the past ten years have not survived. New topsoil, amended subsoil and an irrigation system or a water supply line are needed before any further funds are wasted on landscaping of the bridge triangle.

While additional tree planting on triangles C and E (the central and Cliveden Road triangles, respectively) has greatly enhanced their appearance, none of the triangles has benefited from planting plans which reflect Olmsted landscape design principles (which would include more hardwood trees, naturalistic groupings of understory plantings, ground cover planted around trees, and no flowering annuals or perennials, which Olmsted felt detracted from the cohesive landscape that was his signature. See Appendix J). The size of the triangles has been reduced by street resurfacing and widening. Some triangles that appear on the original Sudbrook plan were never set aside as public spaces; for example, Olmsted intended there to be a triangle at what is now the intersection of Kingston, Adana and Windsor Roads, but it was never built.

Along the road-sides and in public spaces, Olmsted directed the planting of large trees at regular intervals; graveled sidewalks also were important amenities so that residents could mingle and enjoy the scenery. Despite successful tree planting campaigns over the past five years, there are still streets within the Park which are losing or have lost their tree canopy and need to be replanted and replenished with appropriate street trees.

In addition to improving the landscaping of public spaces, this Plan addresses pedestrian enjoyment of that landscape. Although some areas constructed in the 1940s and 1950s do have paved walkways, walk paths in the older area of Sudbrook have been subsumed by lawns over time. The loss of the original sidewalks within the boundaries of the historic district is a concern, especially along the 500-520 block of Sudbrook Lane, where high speed vehicular traffic virtually eliminates pedestrian usage. As a result, this street has developed less neighborly cohesion than other streets. A majority of residents on the southeast side (Nos. 501-517) of Sudbrook Lane have expressed interest in restoring a walking path on their side of the street; this would need to be designed to meander around existing trees and other plantings or impediments. Early photographs of Sudbrook Park show a walk path through triangle C, the central triangle; this Plan suggests pursuing the restoration of this path, linking it with triangle A, the bridge triangle.

Olmsted Landscape Design Principles

GOAL 1: To develop landscape design principles and guidelines for public spaces in Sudbrook Park based on those of Olmsted, as reflected in his writings, his plans and his cross-section drawings for Sudbrook and similar communities.

Action 1a: Sudbrook Park, Inc. will develop Olmstedian landscape design guidelines and a species list to be mandatory for Sudbrook's public triangles and open spaces, as well as voluntary guidelines and species lists for interested home owners. (See Appendix M.)

Action 1b: Sudbrook Park, Inc. will have these guidelines and lists reviewed by Olmsted scholar Charles Beveridge, and one or more landscape architects familiar with Olmstedian theory.

Action 1c: Sudbrook Park, Inc. will invite relevant speakers and will provide information periodically in its newsletter regarding Olmsted's landscaping principles, general landscaping advice and tips, environmental issues and other related topics that may be of interest to residents.

Tree Plantings along Streetscape

GOAL 2: To plant approximately 200 hardwood trees, including oak, elm and certain maples, in treeless planting spaces along all Sudbrook Park streets.

Sudbrook Park, Inc. will take the following actions to achieve Goal 2:

Action 2a: Survey and document existing streetscape trees.

Action 2b: Develop a phased landscaping plan for streetscaping throughout the community.

Action 2c: Work with residents to ascertain those interested in participating.

Action 2d: Allocate \$500/annually from its budget to purchase five to ten mature saplings from reputable local nurseries each year, seek matching county funds, and work to get tree-maintenance agreements with adjacent home owners who wish to participate in restoring the streetscape canopy.

Triangle Plantings

Sudbrook Park, Inc. will work with Baltimore County to achieve the following:

GOAL 3a: To develop planting plans for each existing and proposed triangle, using Olmsted landscape design principles.

GOAL 3b: To promote resident enjoyment and care of new plantings in entranceway triangles A and C (the bridge and central triangles) by restoring the pedestrian pathways that were there originally.

Action 3a: Obtain funding to implement the actions below.

Action 3b: Work with County engineers to determine the most feasible approach to providing a water supply for triangles A, C and E (the bridge, central and Cliveden Road triangles) and install a water hook-up or system.

Action 3c: Coordinate with the MTA to replace the top soil and amend the subsoil at triangle A, the bridge triangle.

Action 3d: Organize a design charrette to devise appropriate planting and general landscaping plans for all triangles; include representatives of Sudbrook Park, Inc. and one or more Baltimore County Landscape Architects, as well as other knowledgeable persons such as the State Forester, the Maryland Cooperative Extension Service, and private landscape architects familiar with Olmstedian principles.

Action 3e: Purchase and install new triangle shrubbery and trees. Enlist neighborhood volunteers to assist with plantings.

Note: Plantings should take place after specialized curbing (see the previous "Roads" section) has been installed to protect triangles and should be coordinated with any bridge or road-width restoration/traffic calming construction work.

Triangle Protection

GOAL 4: To reclaim original triangle dimensions (in-fill soil and landscaping may also be necessary) and protect triangles using specialized turf curbs and gutters around the perimeter of each existing and proposed triangle (see "Roads" section).

Action 4: Obtain funds sufficient to install specialized triangle curbing and any necessary in-fill soil and landscaping.

Addition of New Triangles

GOAL 5: To add triangles of varying sizes (as intersections permit) at Upland and Howard, Kingston/Adana/Windsor, and Windsor/Sudbrook Rd./Sudbrook Lane. Design triangles to act as traffic calming devices.

Action 5: Sudbrook Park, Inc. will work with Baltimore County regarding the design and installation of these three new triangles (see Appendix K -- locations of proposed new triangles).

Pedestrian Pathway - Sudbrook Lane

GOAL 6a: To use historically appropriate surfacing materials and re-install the pedestrian path and adjacent planting strip that existed on the southeast side of the 501-517 block of Sudbrook Lane (in conjunction with safety concerns and traffic calming plans for Sudbrook Lane and the broader community -- see "Roads" section).

GOAL 6b: To connect the Sudbrook Lane path to a restored pedestrian path in triangles C and A, the central and bridge triangles.

Action 6a: Work with property owners in the 501-517 block of Sudbrook Lane, and with Baltimore County, to arrive at a workable plan for a walk path that will meander around existing trees and impediments; explore narrowing Sudbrook Lane slightly, if needed.

Action 6b: Organize a design charrette to arrive at a final plan.

Action 6c: Use soft sidewalk material, such as finely crushed stone, oyster shell or slag, with a base layer (weed barrier) constructed to prevent unwanted growth.

Action 6d: Augment the turf planting strip between the road and the path with new tree planting, to emulate the current old-growth in Sudbrook Park.

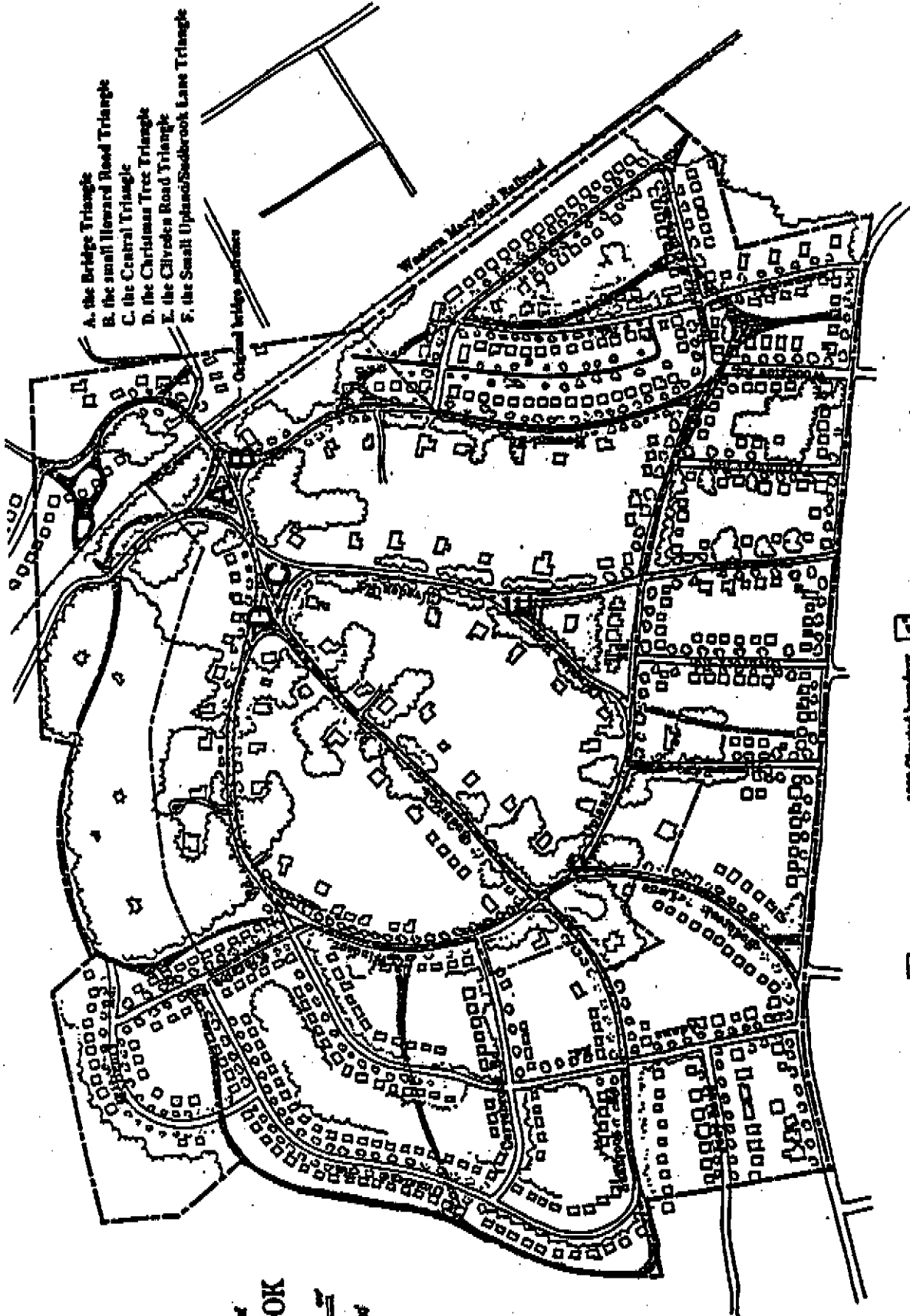
Action 6e: Obtain funding from the County, supplemented by grants if necessary, to create the Sudbrook Lane/triangles path.

GOAL 7: To investigate the feasibility of substituting more historically appropriate public street lighting throughout Sudbrook Park.

Action 7a: Sudbrook Park, Inc. will work with BGE to obtain general cost estimates and to evaluate the feasibility of a change in street lighting.

Action 7b: If such an option appeared feasible, Sudbrook Park, Inc. would work with BGE, the County, residents and any private vendors to propose and implement an alternative, historically appropriate lighting scheme.

Sudbrook Park Public Triangles



D. Utilities and Infrastructure

Purpose: To upgrade Sudbrook Park's sewer and water lines, as needed, and to improve and expand the community's storm drain system, adhering as much as possible to Olmsted's directives regarding gutters.

Background: Sudbrook Park's infrastructure and utilities began as the result of a neighborhood design thoughtfully laid out by F. L. Olmsted, Sr. over one hundred years ago. Using large trees, extensive shrubbery and planned open spaces, Olmsted created a lush landscape that functioned, on a practical level, to absorb excess rain water. An effective, sophisticated storm drain system of terra cotta tiles and pipes handled run-off to protect large homes and tracts of property. Extensive sanitary requirements, novel for their time, were included in the early deed restrictions.

Today, original Victorian homes are surrounded by newer streets and smaller homes set amidst the community's rolling, hilly landscape. The number of homes in the neighborhood has increased from 35 in 1908 to more than 500 in 1997. Gracefully curving, uncurbed roads laid out in the 1890s intersect with several straight post-World War II cement-curbed and guttered streets, some of which lie atop a Baltimore County underground storm drain system. Utilities installed in the 1890s are no longer functional. Areas of the sewer, water and storm drain systems installed in the 1940s and 1950s are showing signs of their age. While Sudbrook Park exudes a dignified, quaint and peaceful charm, some residents suffer the occasional inconvenience of flooded yards and basements, water main breaks, electrical outages, and in rare instances, backed-up sewer lines. At times, some of these problems have resulted in significant cost to a resident when his or her insurance coverage did not apply.

Since Sudbrook Park is within a community conservation area, the following provision of the Master Plan (p. 38) is applicable:

A significant proportion of the Capital Improvement Program should be dedicated to physical improvements in the older neighborhoods such as . . . upgrading sewer and water lines, and expanding storm drain projects. These sorts of improvements will restore pride and foster civic involvement among the communities' current residents and favorably influence prospective homebuyers."

Storm Water Drainage

The loss of over thirteen acres of trees from 1980s construction of both the rapid transit line and stations through and near Sudbrook, the addition of in-fill development and driveways, the concomitant loss of green space, and an incomplete drainage system have reduced the amount of storm water that Sudbrook Park and its environs can absorb.

Another concern of numerous residents is water seeping through walls and basement floors; this often results less from street run-off than from rising water tables after a heavy rain. Many neighbors have installed sump pumps and back-up generators. The sump pumps carry water out again, sometimes into streets and into downhill neighbors' yards, which can create additional problems.

Water Mains

Sudbrook Park has some of the oldest water mains in the county. Over the years, breaks have occurred in various areas of the community (most recently in Spring 1997); some of these breaks resulted in damage to home and property that home owner's insurance will not cover. Given the age of the community, the County needs to be diligent in maintaining its water lines and storm drains.

Electrical Outages

Baltimore Gas and Electric Co. (BGE) controls the electrical system for the region and has made many service improvements in Sudbrook Park in recent years. Wooded lots and large trees scattered throughout the neighborhood are essential to the character of Sudbrook Park. BGE has cooperated with the community association in not over-trimming those tree limbs encroaching on its lines. Sudbrook Park, Inc. will continue working with BGE to balance the community's desire to retain its trees and BGE's role in lessening power outages.

Sewer Lines

Sudbrook Park also has some aging sewer lines and will work with Baltimore County to address problems as they arise. Because of the age of the community, the County needs to be diligent in maintaining the community's sewer lines.

In light of the problems and issues discussed above, and given Sudbrook Park's location in a Community Conservation Area, the following goals and actions are recommended:

GOAL 1: To update and develop a comprehensive drainage system that will serve all existing homes and streets while maintaining the integrity of the original Olmsted design, particularly in the historic section and roads. Said drainage system should also manage run off due to water main breaks. This preventive measure may alleviate the need for replacing the water main infrastructure.

Action 1a: Install an underground storm drain system where needed for those sections of Sudbrook Park which do not currently have such a system (see Appendix L).

Action 1b: Where cement curbs and gutters do not already exist, primarily along the original roads of Sudbrook Park, install a turf curb/gutter system appropriate to Olmsted's design that will direct street run-off to underground storm drain inlets. (The section on Roads has a detailed description of such a system).

Action 1c: Implement the plan for Olmsted-style landscaping on County and community owned land as this will help absorb more rainfall. This includes adding landscaped triangles or traffic circles where oversized paved intersections currently exist.

Action 1d: Use the County as a resource for information and possible funding by setting up a partnership between Baltimore County, Sudbrook Park, Inc., and Park homeowners that will inform homeowners of possible County options for protecting homes from water damage.

GOAL 2: To reassess water main replacement and update the water main system when and as necessary to ensure quality water service to each household.

Action 2a: Sudbrook Park, Inc. will request Baltimore County's short and long term water main replacement plans in Sudbrook Park in order to coordinate other major improvements involving neighborhood roads.

Action 2b: Develop a coordinated regional maintenance record that indicates accurately the history of any problems in the functioning of the water system (which is primarily maintained by Baltimore City).

Action 2c: Urge State elected officials, and representatives of the insurance industry, to improve coverage of property damage due to water main breaks. Inform residents who live in the small portion of the community listed as a flood plain that they qualify for flood insurance (unlike residents who live outside the flood plain).

GOAL 3: For Sudbrook Park, Inc. to continue working with BGE as it improves service in the neighborhood, trims tree limbs near lines, and develops new approaches to equipment malfunctions brought on by weather and animals.

Action 3: Sudbrook Park, Inc. will maintain a working relationship with the area BGE representative in order to communicate effectively about ongoing problems.

GOAL 4: To be alert to any general malfunction or breakdown of the sewer line system.

Action 4: Develop a county maintenance plan for the community to include regular sewer line inspections, repairs, and replacement when necessary due to the age of the system.

GOAL 5: To protect unique and historic Sudbrook Park features (such as large or significant trees and their root systems, crowned roadways, specific road edges in the absence of curbing, and the Olmsted curvilinear road design) when repairs or replacements are made to, or in connection with, the community's utility and infrastructure systems, and to regularly maintain these systems.

Action 5a: Develop a repair policy with the County to ensure proper maintenance and road repairs in harmony with Historic District standards.

Action 5b: Have effective coordination and input in the planning stages from appropriate Sudbrook Park, Inc. representatives to encourage County work in keeping with Sudbrook Park standards and this Plan.

Action 5c: Ensure that subsequent maintenance and related road repairs conform to the standards set forth in this Plan, as well as to any required Baltimore County Landmarks Preservation Commission requirements.

Action 5d: Make better use of the existing storm drain system by combining efforts of Baltimore County (i.e., more frequent cleaning of street and storm drains), and residents (i.e., removing leaves along curbs and gutters in front of houses).